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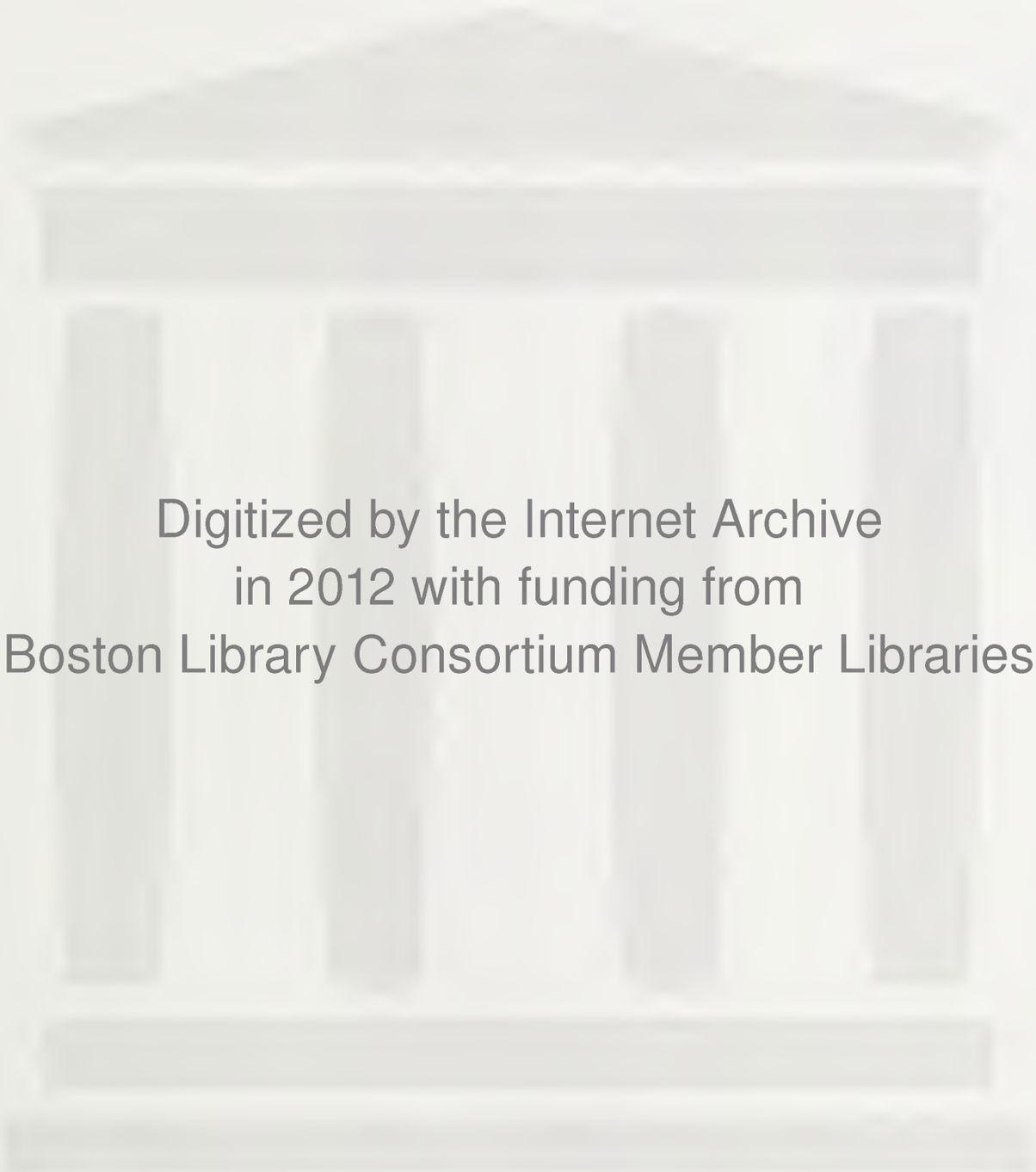

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Impact

September

Executive Office of Communities and Development

1987

Michael S. Dukakis, Governor

Amy S. Anthony, Secretary

Michael W. Tierney, Assistant Secretary
Municipal Division

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Strategic Planning Succeeds in Whately

By late 1985, officials in the Connecticut River Valley community of Whately agreed that their community faced several significant growth management problems:

- The farms and undeveloped areas of this small agricultural community (pop. 1,355) were becoming increasingly attractive to the development forces already affecting other Valley communities;
- Water supply contamination due to the fungicides and pesticides used in tobacco and potato farming was necessitating the construction of a municipal water supply system, further increasing the attractiveness of some areas for development;
- Town boards, already concerned that the current zoning bylaws were insufficient to address current development proposals, were recognizing that improved bylaws and requirements would be necessary to address anticipated growth and development.

The town was also concerned about maintaining its rural character and addressing affordable housing issues. As a result, community leaders decided to seek planning assistance through EOCD's Strategic Planning Program.

The recently completed Strategic Planning project, funded at $21,700, was managed and staffed by Franklin County planners, working directly with the Whately Planning Board and Growth Management Advisory Committee. The project resulted in a growth management plan, including community goals and strategies, and major revision of the town's zoning bylaw which was recently approved at Whately's annual town meeting.

The planning efforts began with data collection and mapping of town characteristics relating to land use, demographics and development activities, and town-wide distribution of a growth issues questionnaire. Through the information gathered and the questionnaire responses, the Growth Management Advisory Committee analyzed growth options and selected development goals for Whately which were used to guide the selection of management techniques. Both the goals chosen and the proposed implementation strategy were presented to residents and endorsed at public planning meetings during the course of the project.

As information and public response clarified the issues, the planning staff held workshops for town officials to define and review the techniques available to address the identified goals. This process progressed through the formulation of goal statements and proposed strategies for dealing with protection of natural resources, farmlands and local water supply, as well as housing development, economic development, and general land use management.

The Growth Management Advisory Committee reviewed strategies for both short and long-term approaches. Revision of the town's zoning bylaw emerged as the most effective, short-term land use management technique available. Whately's existing bylaw contained only a single district which allowed agricultural, residential, commercial and industrial uses anywhere in town. The recently adopted bylaw establishes separate districts and provisions for special permit criteria, site plan review, environmental performance standards, and open space/cluster and congregate elderly housing. Whately's Growth Management Plan also proposes further investigation of land banking, land trusts, limited development and development scheduling proposals as longer-term strategies to deal with growth management.

Teri Anderson, a planner at the Franklin County Planning Commission,

Whately Center

supported by the Strategic Planning grant, was responsible for the project. She reported that "revision of the existing zoning bylaw was the best way to approach the immediate problems in the short term." She added, "the community feels more prepared to deal with the growth pressures as a result of the planning project and the bylaw revisions."

Kathy Flynn, co-chair of the Whately Planning Board during the project, agrees. The project has had a major impact on the community, she indicated, and the results "will allow us to shape the development that is expected to occur." For the first time, she reported, Whately has a growth management plan and an effective zoning bylaw. "The timing of EOCD's Strategic Planning project couldn't have been better," she stated, "and the planning assistance was tremendous."

The next steps for the community are implementation of the procedures required by the bylaws and pursuit of additional staff to assist the local boards in applying the new regulations. Flynn indicated that with the growth management plan and bylaw in place, the need for professional staff is the next priority. ■

From the Desk of Amy Anthony

Dear Reader:

EOCD has implemented a number of new programs over the last several years to assist communities in creating stronger local and regional management and development capacity. These programs were created to help local governments respond to the increasing demands and responsibilities which have accompanied the state's strong economy.

A good deal of success has been realized by local governments using these program resources. And, because there is increasing competition for this funding, additional funds were requested from the Legislature to meet this growing demand for assistance. This year's state budget and supplemental budget include increases in several program areas, as follows:

Strategic Planning - The only source of state funds for local and regional land use planning and growth management for municipalities, the Strategic Planning Program has been increased this year from $550,000 to $1,000,000. After two years of funding, program requests continued at nearly four times the rate of available funding. In the most recent round of requests, EOCD received 76 municipal applications requesting nearly $2 million and 18 regional applications requesting approximately $.8 million.

This funding will provide an opportunity to respond to additional proposals for assistance such as those affecting suburban growth areas, older urban/industrial centers, communities with special growth impacts (such as traffic and strip commercial development) and areas of the Commonwealth facing pressure from the second home market.

Incentive Aid Program - Incentive Aid has been funded at $3.5 million—a $500,000 increase over last year's level. In addition to providing grants to undertake local management improvement initiatives, the expanded program will focus on effective growth management by funding professional positions, training, management improvement and inter-local projects in cities and towns.

Through a new component, the Land Use Management Initiative, we are providing a resource through which communities can seek to coordinate regulatory functions, improve communications among boards, commissions and offices involved in land use management, and provide the opportunity for a group of communities to share the services of a technical professional—e.g., an engineer or building inspector.

This program expansion is in response to a dramatic increase in the number of Incentive Aid applications for land use planning and management professional assistance over the last two years.

Regional Planning Agency Grants - The Regional Planning Agency (RPA) grant program, which received its first funding last year, has been increased from $280,000 to $480,000. Regional planning agencies have been overwhelmed by requests from member communities and sub-regional groups of communities for assistance in growth planning. As a result, RPAs have turned to the state for funding since RPA financial resources are not adequate to meet this demand. These additional resources will increase the capacity of RPAs to fund regional planning activities, including economic development plans, technical assistance, capital planning, environmental studies, intergovernmental review and growth management techniques.

Urban Revitalization Development Grants - Since the program was first announced a year ago, requests for Urban Revitalization Development Grants (URDG) have exceeded $400,000—a strong indication of the need for financing for urban redevelopment projects. The Legislature has appropriated $600,000 to fund both planning advance and implementation grants through local housing and redevelopment authorities. This represents the first time in over ten years that it will be possible for the state to participate in the financing of urban renewal projects.

Through the planning advances, EOCD will provide 75 percent of the cost of professional services required to develop engineering, appraisal and site reports. When the plan is approved by EOCD, it will share project costs on a 50-50 basis over a 20-year period. Another first in the program is the decision by EOCD to include financing costs as part of eligible project expenses. Previously, the cost of borrowing money was the responsibility of the municipality.

And finally, we are extremely pleased by the passage of the 1987 Housing Bill earlier this summer. The $404.6 million housing package will provide for the construction or renovation of 8,000 housing units for rent and ownership by low- and moderate-income households in cities and towns across the state.

Among items included in the package are the following:

- $189 million to build new rental units for low income families, the elderly, and citizens with special needs;
- $95 million to renovate existing state-assisted public housing;
- $50 million to renovate existing federally-assisted public housing;
- $30 million for a new Housing Innovations Fund; and
- $15 million for the Homeownership Opportunity Fund.

These additional resources provide a great opportunity for all of us to address the important issues of escalating growth and housing affordability being encountered in cities and towns across the state.

If you are interested in any of these programs, please call EOCD staff.

Sincerely,

Amy S. Anthony
Secretary

Call 1-800-392-6445 for information and technical assistance on Division of Municipal Development Programs.

Staff Notes

We would like to introduce you to several new staff members who have joined EOCD's Municipal Division over the last several months.

Richard Howe has been selected as the Division's Deputy Assistant Secretary for Municipal Management and Planning. Dick has 14 years of municipal and governmental experience and is undoubtedly known by many of you. Most recently, he was the Deputy Director for Executive Programs at Harvard University's Kennedy School of Government. He was also the Town Administrator in Easton for four years and served as the Assistant Director of the Massachusetts Municipal Association prior to that. In his new role at EOCD, Dick has responsibility for oversight of the Division's municipal management and local and regional land use planning activities, and for maintaining and strengthening EOCD's relationship with its municipal constituency.

A new Coordinator has been hired for the Strategic Planning Program. **Mark Siegenthaler** was most recently employed as a Facilities Planning Coordinator at the University of Massachusetts Medical Center, and worked as a Principal Comprehensive Planner at the Metropolitan Area Planning Council prior to that. Mark has a Masters degree in Urban and Environmental Policy from Tufts.

Two new secretarial support staff members have joined the Division. **Maria Ferrario** is working with Economic Development Program staff; Maria transferred from the agency's Neighborhood Division. **Sandra Larsen** is the Division's Receptionist, having worked in the private sector for several years.

Left to right: Mark Siegenthaler; Chris Crowley; Sandra Larsen; Maria Ferrario; Dick Howe.

The Massachusetts Small Cities Program has two new staff members—**Cynthia "C.y." Nunez Ollero** and **Linda Rowe.** C.y. is a Small Cities Grants Manager/Program Representative. She recently received a Masters degree in City Planning from M.I.T. and has experience in economic development grants management in the Phillipines.

Linda Rowe, who is a half-time Small Cities Program Representative, was formerly Assistant Director of the City of Salem's Community Development Office and is experienced in the areas of community development and housing.

Christopher Crowley has joined the staff as a Senior Municipal Management Officer working on the Incentive Aid Program and providing technical and training assistance to local governments on management improvement issues. Chris is an attorney and most recently had a private practice in Brookline. In addition to a law degree, Chris has a Masters degree in Public Administration from Columbia University. He is also currently a Selectman in the Town of Brookline.

Finally, **Karen Blair** has resigned from her position as Coordinator of the Economic Development Set-Aside Program. Karen has moved to Vermont, where she is the Legislative Liaison for the Vermont League of Cities and Towns. In addition to her EDSA Program responsibilities, Karen was also co-editor of the *Impact* newsletter. Her dedication and excellent work on the newsletter are greatly appreciated. She will be missed. ■

CDAG: An Important Component in Affordable Housing

The Commonwealth of Massachusetts is making extensive use of its Community Development Action Grant (CDAG) Program to support the development of affordable housing in cities and towns across the state.

The CDAG Program was established by the Legislature in 1981. Since enactment, the program has been capitalized with $52.5 million in General Obligation Bond Funds, in three separate authorizations, to promote private investment and create employment opportunities and construction of affordable housing units. The Executive Office of Communities and Development (EOCD) offers CDAG funds to cities and towns on a competitive basis to cover the costs of infrastructure projects that are publicly owned or managed. Traditionally, CDAG awards have supported public works projects such as the construction of roadways and sidewalks, water and sewer lines, and parking areas in association with private industrial and commercial development.

With the formation of the Massachusetts Housing Partnership (MHP), a portion of the CDAG Program funds was set aside on an open-application basis to support MHP efforts to create low- and moderate-income housing. CDAG awards linked to housing development projects reduce developer costs by transferring these costs to the public sector. The savings are then passed along to the homebuyer or renter.

- For example, a $500,000 award to the Town of Northbridge will cover the costs of roadway, sidewalk, and

CDAG, continued on page 10

MSCP: Making a Vision a Reality in Everett

The City of Everett is undergoing major development, the result of strong local leadership and the effective use of a number of state programs, including funds from EOCD's Small Cities Program.

Everett is a community of 37,000 residents to the north of Boston. Known largely for the industry which capitalizes on the city's prime location, the neighborhoods and shopping districts of Everett are extremely rich in character. Under the leadership of Mayor John McCarthy and the direction of Robert W. Norton, the City's Office of Community and Economic Development has established a clear development strategy which includes a wide array of programs designed to spur development while preserving the city's unique flavor.

Over the past four years, the Massachusetts Small Cities Program (MSCP) has allocated $2.8 million to Everett; another $1.4 million has been committed for the next two years. Initially, funding was targeted to the Everett Square Area for street and sidewalk repair, landscaping, storefront improvements, and the renovation of the Parlin Library—the Square's major landmark. Recent MSCP funding will match a Land and Water Conservation Fund grant and allow major reconstruction of Everett Memorial Stadium to begin.

One key to the success of the city's development has been the commitment made to infrastructure improvements. Small Cities funds have been utilized to reconstruct 11 roads thus far. Work on six additional streets and sidewalks will be completed over the next two years. Among other benefits, these improvements will provide greatly improved access to the Whidden Memorial Hospital.

The city's commercial renovation is also an important element of its overall development strategy. Through this program, the city offers merchants matching grants of up to $5,000 per storefront and $800 per sign. This program has stirred great interest in Everett and has provided a climate conducive to brisk commercial activity. The current program is focused on Ferry Street, the city's largest commercial district. The Community Development office anticipates participation by 23 businesses.

Commercial renovation in Everett.

A major challenge to development in Everett is framed by two features of the city. First, 74 percent of the housing stock was built before 1939. Consequently, many of these units are in need of structural repair. Second, vacant land for development is scarce. As a result, the city has concentrated heavily on rehabilitation of the current housing stock. This commitment has resulted in the establishment of three housing rehabilitation programs. **A deferred payment loan program** provides loans to low- and moderate-income residents for necessary repairs. The loan is payable upon transfer of title of the residence. **The elderly maintenance program** provides grants to the city's elderly for minor housing repairs and prevention of serious deterioration. Finally, **principal reduction loans** are extended to low- and moderate-income homeowners for a variety of structural repairs. To date, 369 units have undergone rehabilitation through the combination of these programs, and it is projected that another 134 will be assisted during the course of the next two years.

MSCP funds were also used to create the Mayor's Office of Human Services. This office was established to meet the needs of Everett's large elderly population by providing information and referral services as well as coordination of transportation. This office also administers surplus food and emergency loan programs to combat the problems of hunger and homelessness, serving over 1,000 people in a three-month period.

Another component of Everett's development strategy is recreational facility revitalization. Four parks and playgrounds have been renovated with partial financing from MSCP, in addition to the work planned for Memorial Stadium.

Through its Small Cities awards, the city has proven to be an effective partner with EOCD. With MSCP as a vehicle, the implementation of the city's development strategy has been widely successful, and has resulted in a significant increase in private sector investment. ■

MSCP funds housing rehabilitation in Everett.

Locals Participate in Capital Needs Planning

Over the last two years, EOCD's Incentive Aid Program has supported the Towns of Plymouth, Watertown, Lunenburg and Sturbridge in utilizing a local decision-making process to identify and prioritize capital needs. Capital needs decision-making often generates competition among various departments and boards in what can be a reactive or crisis-oriented setting. Cutbacks in federal funds, Proposition 2½ levy limits and reductions in other revenues have put increasing demands on capital resources and made the process of setting priorities increasingly difficult for local decision-makers.

Incentive Aid funds have provided an opportunity for these four towns to participate in a new approach that gathers local decision-makers, including department heads, chief administrators of the town and school system, and key board members, selectmen, finance and capital planning committees, to identify, discuss and prioritize capital needs in a more comprehensive manner.

The process, named Interpretive Structural Modeling (ISM), is conducted by consultants who work closely with the community to identify and prioritize local capital needs through a broad participatory process. ISM itself refers to a computer-based tool which, with facilitation by the consultant, keeps track of the priorities voted at a final day-long deliberation session on capital needs. The end result is a prioritized listing, with estimated costs, of capital needs for the community. The listing has been used as an advisory document for local policy setting and capital budgeting. An equally important benefit is the information sharing which occurs among community officials in meeting together to discuss capital needs. This is often the first opportunity for local officials to work together collaboratively to design a capital budget responsive to the community. The discussion and debate is rich and informative.

Following is a brief outline of the ISM process:

Step 1: A steering committee is created.

The steering committee is a key group, representative of board members and administrative officials, who work with the consultant throughout the process. They advise the consultant about their community; and the consultant, in turn, acquaints the committee with the ISM process. There is a good deal of work involved in preparing for and participating in the day-long ISM session.

Step 2: Capital budget items are identified; additional capital needs are suggested.

The consultant mails a capital budget and questionnaire about capital needs to all local officials, including department heads. One town also printed the questionnaire in its local paper to solicit citizen response as well. The questionnaire provides information on capital items already identified for the upcoming fiscal year and solicits additional ideas for capital projects which respondents feel need to be addressed.

Step 3: Participants attend an information session and make preliminary priority ratings.

The local officials who will be participating in the ISM session meet with consultants to discuss and clarify the expanded list of capital needs. The questionnaire results are distributed, and department heads are available to answer questions about the items identified. Participants are each asked to complete a second questionnaire assigning a preliminary priority ranking to each item and to provide an additional opportunity to identify capital items.

Step 4: Participants attend the prioritization session.

All the local officials who will be voting in the ISM session gather for an all-day meeting to prioritize the list of capital needs. Chief administrators and department heads are on hand to provide additional information as necessary. The priority session is divided into two parts. First, the participants carefully and collectively prioritize approximately 20 to 30 items from the total, with the aid of a computer. The computer keeps track of group votes as the participants repeatedly compare different pairs of capital needs in terms of priority. The computer feeds back the choices and keeps track of the resulting priority order of items based upon the groups' voting decisions. This procedure produces a "skeleton" of the 20 to 30 items, spanning the range from high to low in terms of priority. In the second part, each participant assigns the remaining capital items to the appropriate priority level. Collectively, those assignments are placed within the skeleton, producing the final priority structure.

Step 5: Final product is presented to and discussed with the steering committee.

The consultants meet a final time with the steering committee to discuss final results in an evaluative, retrospective fashion. What went well? How will the document now be utilized? What part of the process could be improved? What needs to happen next for the community?

Conclusion

As we have evaluated the ISM process in these Massachusetts communities, we have discovered a variety of influences on the process. Following are some key points:

- The community players must be committed to the process and what they perceive are the local benefits. All four communities had committed leadership to proceed and work with the consultant. The process is only as good as local commitment allows, and the information developed about capital needs follows suit.
- The process, in its educative and advisory capacity to local decision-makers, can raise more questions than it answers. This is particularly true in respect to funding strategies to address capital needs once they are identified. In fact, that is often the next piece of work to be done in the community. To really understand capital costs and the resultant financial impact upon the community can initially be an overwhelming experience for local officials.
- Towns have used the process in varying ways, with varying outcomes. Watertown, which initiated their ISM work in one year, chose not to participate in the second year. However, the school committee, which had not done substantial preparatory work the first year, chose

CAPITAL NEEDS, continued on page 7

MSCP Funds Support Development of Family Shelter in Greenfield

In addition to housing rehabilitation, commercial development and other more traditional uses of Community Development Block Grant funding, the Massachusetts Small Cities Program also supports human services projects such as the Greenfield Family Inn. The inn is a shelter for homeless families in Franklin County. The shelter opened its doors this year after more than a two-year effort by a coalition of community organizations to establish a permanent facility to provide services to homeless families. Although the homeless problem in this region is not as severe as it is in more urban areas of Massachusetts, homelessness has become a reality for a significant number of Franklin County families.

Once the need for such a facility was recognized, the Franklin County Coalition for the Homeless began the process of securing financing for a site and obtaining funds to operate a permanent facility.

The Franklin County Community Development Corporation (CDC), based in Greenfield, agreed to serve as the owner and developer of the site. After an extensive search for an appropriate

Greenfield Family Shelter

facility, the CDC acquired and rehabilitated a three-story, 11-room Victorian house for the program. The project was financed, in part, by a $35,000 grant of Massachusetts Small Cities funds provided by the Town of Greenfield in conjunction with $125,000 of private mortgage financing provided by the Greenfield Cooperative Bank. Additional funds for the project were obtained from the Institute for Community Economics and the Fund for the Homeless.

Valley Programs, Inc., a highly experienced service provider based in Northampton, was selected by the Franklin County Coalition for the Homeless to operate the shelter. Valley Programs was able to obtain a contract from the Department of Public Welfare to operate the shelter in conjunction with a complementary facility developed in the Town of Orange.

The facility includes eight bedrooms, two kitchens, two bathrooms, and two common rooms, and is capable of housing up to five families at a time, with an average stay of six to eight weeks. The program, operated by Valley Programs, is comprehensive and includes nutrition and budget counseling, child care, and training in parenting skills, preparation for dealing with landlords, and job interviewing. According to Rebecca Muller of Valley Programs, ''Our goal is to insure that the family's needs are addressed in a holistic manner and that when families leave the shelter, they will move to a situation which is stable and permanent.'' ■

Innovative Bonus ''Pool'' Created Within MSCP General Fund

A new program component has been added to this year's Massachusetts Small Cities Program (MSCP). It is the Innovative Bonus Fund and is part of the MSCP's General Fund.

The Innovative Bonus Fund will provide resources to support innovative proposals from MSCP General Fund grantees. The funds will be awarded to support creative approaches to operational problems faced by General Fund grantees, such as lead paint removal, attracting contractor participation, developing grantee management information systems and rental agreement tracking systems. EOCD is also interested in proposals that will explore ways to increase the productivity and efficient management of local General Fund programs. The Fund will also support demonstration projects to explore new strategies for encouraging job development and reducing barriers faced by low- and moderate-income households in achieving self-sufficiency.

General Fund grantees interested in the Innovative Bonus Fund should submit a brief description of their proposed project, the amount requested and how these funds would be utilized, as well as a description of the expected impact and potential for replication by other General Fund grantees.

Communities are encouraged to submit joint proposals. Eligibility to participate in the fund is limited to General Fund grantees.

Initially, $81,890 has been set aside for the Innovative Bonus Fund, with maximum awards of $30,000 per proposal. If justified by demand, additional resources may be allocated to the Bonus Fund.

Additional information on the program or the proposal process can be obtained by contacting the Massachusetts Small Cities staff at 727-0494. ■

Municipal Advance Program Award Supports Affordable Housing in Chatham

Across the state there continues to be an enthusiastic response to the availability of Municipal Advance Program (MAP) funds for local initiatives to create affordable housing.

The Municipal Advance Program was created a year ago to assist communities which are developing affordable housing projects. The program provides resources to cities and towns so that pre-development work, such as help in identifying potential sites for affordable housing, can be undertaken.

In Chatham, a Municipal Advance Program award is supporting a 32-unit private cluster housing development in the Stony Hill Road section of town. The development is a joint venture between the town and Merrymeeting Developers, Inc. of Topsham, Maine. The town donated 8.6 acres of municipally-owned land to reduce the purchase price of these homes so that they will be affordable to low- and moderate-income homebuyers. The 32 homes will be of two varieties: three bedroom saltbox colonial homes with 1,462 square feet of living space and a proposed sales price of $87,093; and three-bedroom split-foyer homes with 1,488 square feet, selling for about $74,025.

This project is the culmination of a great deal of effort on the part of state and local officials. Local officials worked diligently to acquire the site and have it designated for development. MAP funds were used to hire consultant assistance for the preparation of project materials to be presented at Town Meeting. These materials proved instrumental in getting the support of local residents. Additional funds were also used to help organize a developer selection committee. The committee produced the Request for Proposals, outlining the specifications which proposed projects would have to meet to be consistent with local needs. Proposals were evaluated and Merrymeeting Developers, Inc. was chosen as the firm which could best meet local criteria.

Additional state resources are also being leveraged. Each homebuyer in the development will be eligible to receive Homeownership Opportunity Program mortgage financing at a rate of approximately five percent. Community Development Action Grant funds will also be sought to support the project's infrastructure needs.

Activities supported by MAP awards in other communities are also proceeding well. The Town of Wayland is utilizing MAP resources to help create 44 units of housing on Commonwealth Road. The City of Quincy is currently using MAP assistance to examine three development proposals which would result in over 1,700 units of new housing for rental and homeownership. A significant number of these units will be targeted to low- and moderate-income households.

As many other communities seek to develop similar affordable housing, interest in MAP funds is expected to grow. If you have questions about the Municipal Advance Program, they can be addressed to Dave Lawson or Steve Merriam at 727-0494. ■

CAPITAL NEEDS, continued from page 5

to do its own ISM work the second year. This allowed an opportunity for goal-setting and a policy framework to be set by a committee with several newly elected members. Lunenburg and Sturbridge both used their documents as advisory to their Town Meeting warrants and evaluated the process as highly successful, with potential for future use. Plymouth has utilized the process within the context of a five-year growth management plan. Plymouth officials view it as an important element of community participation and have incorporated more in-depth elements to the process, such as a pre-ISM educational piece for department heads and elected officials and a post-ISM financial planning piece, to be incorporated into their five-year plan.

The ISM model can be used for other decision-making situations in which a community is prioritizing a series of expense items. Identifying budget reductions or increases across departments or choosing capital purchases in a public housing setting are examples.

EOCD remains supportive of this innovative approach. Marilyn Bannister or Jeff Peterson of the Municipal Management staff may be contacted for additional information, should your community be interested in such a venture. They can be reached directly by phoning 1-617-727-3253. ■

Employment Opportunity is the Key Element for EDSA Assistance

Despite an overall slowdown in commercial lending by public and quasi-public organizations, EOCD Secretary Amy Anthony recently announced the award of nearly $2,000,000 in Economic Development Set-Aside (EDSA) loans to five projects in central and western Massachusetts. The wide range of activities which these funds support demonstrates EDSA's ability to respond to economic and community development initiatives.

A low-interest equipment loan financed through the EDSA Program enabled the City of **Gardner** to assist a local furniture manufacturing firm to expand its product line and create additional employment opportunities for low- and moderate-income residents. Gem Industries, an employer of Gardner residents for over 75 years, manufactures a variety of products, from metal parts for cribs to military footlockers to dormitory furniture. The EDSA loan will allow Gem to create a subsidiary to produce plastic laminated furniture for the college dormitory, nursing home, and hospital markets. As a result, 125 employees will be added to the payroll over a two-year period.

When a recent mill fire ravaged several businesses in the Town of **Southbridge,** EOCD responded by providing low-interest loans of $300,000 to Colonial Food Products, Inc., $15,000 to Midstate R.V. & Dick's Satellite Corp., and $120,000 to Southbridge Trucking. The EDSA loans leveraged several million dollars in private investment and preserved 80 full-time jobs for local residents.

In **Sheffield,** a low-interest equipment loan of $500,000 to Berkshire Recycling Systems, Inc., will enable the firm to begin a waste-wood recycling plant employing 15 low- and moderate-income residents. EDSA funds will play a key role in promoting a recycling technology that is environmentally sound, economically feasible, and complements the state's current waste management initiatives. Berkshire Recycling Systems will collect and process construction and demolition waste into several marketable products including topsoil, mulch and boiler fuel.

In an effort to strengthen the business economy of the Blackstone Valley, EOCD recently awarded $113,300 in construction financing through the EDSA program to the town of **Mendon.** These funds will assist a growing food service distributor to expand operations by renovating an underutilized facility into office and warehouse space. Rudy's Food Service, Inc. will occupy part of the facility. The company packages and distributes a variety of food and non-food items to local retailers, including meats, poultry, dairy products, and paper goods. The expanded warehouse space will increase employment opportunities for low- and moderate-income residents of the Blackstone Valley area, and a special effort will be made to hire and train Mendon residents.

Finally, the Town of **Palmer** recently received $361,000 in EDSA funds to assist in the expansion of a local firm which manufactures adult disposable diapers. Health Tec, Inc., which received a previous EDSA award, has experienced tremendous growth with sales increasing by 100 percent annually. Anticipating even greater growth in 1987, the company began work on a 40,000 square foot addition to the existing facility in the Palmer Industrial Park, with financing provided through the EDSA program. When completed, this project will provide an additional 50 jobs for area residents. ■

Program for Newcomers Gets Underway

Over the summer, the 26 Massachusetts Gateway Cities communities initiated their programs to provide or expand services which directly benefit the immigrants and newcomer groups within their communities.

The Gateway Cities Program is an $11 million innovative state initiative providing resources to communities which have experienced an influx of newcomer groups, including immigrants, refugees and linguistic minorities.

Final program plans were approved and contracts signed with the following communities: Attleboro, Boston, Brockton, Brookline, Cambridge, Chelsea, Fall River, Fitchburg, Gloucester, Haverhill, Holyoke, Lawrence, Lowell, Milford, Newton, Peabody, Salem, Somerville, Springfield, Taunton, Waltham and Worcester. The last issue of *Impact* summarized program activities in New Bedford, Lynn, Quincy and Revere, the first Gateway Cities communities to sign contracts with EOCD.

The types of services which communities are providing under the Gateway Cities Program cover a broad range of activities, including access to municipal services, immigration and citizenship education and assistance, interpretive and translation services, housing assistance, cultural awareness programs, education and training, employment training, public safety/legal rights, public health services, human services and economic and neighborhood development.

The public participation of newcomer representatives and organizations in local planning efforts has produced many varied and exciting approaches to increasing access to city services and expanding the availability of services to newcomers. Local Gateway Cities Advisory Councils have been appointed in almost all of the participating municipalities. These councils have taken an active role with local officials in assessing community needs, reviewing proposed subcontracts with local agencies and community-based organizations, and making recommendations concerning specific programs and activities. Many of these Advisory Councils are now looking forward to involvement in monitoring local Gateway Cities programs, recommending priorities for program development and utilizing their community knowledge to help City Hall make responsive and informed policy decisions. ■

Main Street Program Recruits New Communities

The Main Street Program is looking for a few good towns. Do you have what it takes to be a Main Street community?

While this is not the way the request for proposals was written, a city or town interested in EOCD's downtown revitalization program had to be prepared to commit to an intensive four-year program. Sixteen communities responded to the RFP. The program will select about eight communities to receive the combination of grant funds and technical assistance over the next four years.

The Main Street Program provides a grant award to assist a city or town in hiring a full-time manager for each selected community. In addition, the program provides intensive technical assistance from the National Main Street Center during the first year and continuing assistance from EOCD staff over the entire four-year program. The goal is to have a fully operational, self-sufficient local program by the end of the four years.

The need to revitalize existing business districts is clear. A healthy, vital downtown or neighborhood center serves several key functions. First, it retains and creates jobs, often for unskilled or semiskilled workers. Second, a healthy business district means a stronger tax base and contributes to long-term revitalization efforts. Third, a revitalized business district increases the public's options for goods and services, both in the traditional sense of clothing, food and professional services and in non-traditional functions such as housing, entertainment and light manufacturing. Finally, commercial districts that have been revitalized serve as symbols of community pride and quality of life, two factors which increasingly influence corporate decisions to locate in a community.

Timing is a vital element of the Main Street approach to revitalization. A community should first concentrate on improving or establishing an effective Main Street organization, the way in which the area is promoted, and low-cost but visually striking physical improvements. As the program evolves and confidence in the viability of the business district increases, major economic restructuring efforts can be undertaken. A community should not expect instant change. Long-term revitalization requires the careful realignment of every aspect of the downtown. This process takes time.

Both the public and private sectors have a vital interest in the economic health and physical viability of the downtown. Thus, both must be involved in a partnership in the revitalization effort. Each sector has a role to play, and each must understand the other's strengths and limitations so that an effective partnership can be forged.

Existing business districts must capitalize on those assets that make them unique. Each district already contains these qualities—the distinctive buildings and human scale that give people a feeling of belonging. These assets must be the foundation for all aspects of the revitalization program.

Quality must be emphasized in all aspects of the revitalization program. This applies equally to storefront design as well as to job training programs. This quality must relate to the citizens of the community, incorporating their desires and needs.

Finally, and perhaps most importantly, a successful revitalization program requires full-time management. At a minimum, downtowns of midsized communities require a full-time project manager to provide the link between partners and to implement the work program. The project manager should not be considered temporary staff who completes the work in three or four years. As with the management of any business, the management of a downtown is on-going.

The Main Street approach to downtown revitalization is a return to community self-reliance. It encourages imagination, sharpens entrepreneurial skills and the development of appropriately scaled solutions to present and future problems.

It sounds simple. Organize, promote, insure good design and building maintenance, retain existing businesses and recruit new businesses. When implemented with a thorough understanding of the local situation, the Main Street methodology can and will create a positive image in the marketplace and create a climate for reinvestment and new investment.

If you are interested in more information about Main Street, contact program staff at (617) 727-3197, or 1-800-392-6445. ■

The Main Street Program focuses on strengthening a sense of community.

Local Growth Management Training Services Available

The year-old Office of Local and Regional Planning (OLRP) within EOCD is best known for administration of the Strategic Planning and Regional Planning Agency Grant Programs, and production of the *Land Manager* bulletin. The Office also carries major responsibility for providing training and other forms of technical assistance to increase local government capacity to plan for and manage growth.

During the preceding quarter, the OLRP sponsored three community training programs. The first was held in Worcester and was co-sponsored by the Massachusetts Association of Regional Planning Agencies. This planner's forum concerned managing the problems and opportunities of the Massachusetts development boom. The morning keynote was presented by Robert Campbell, AIA, architectural critic for the *Boston Globe*. Mr. Campbell discussed a concept called ''urbanoids,'' a process by which former bedroom suburbs become urbanized to the point of losing any distinguishing community characteristics.

Other topics addressed included:

- Relying on Regionalism
- Affordable Housing Realities and Responses
- Applying Microcomputers to Land Management and Growth Planning
- Local Techniques for Planning, Phasing and Restricting Growth
- Private Sector's Role in the Massachusetts Growth and Development Equation.

Representative Carmen D. Buell, Second Franklin District, wrapped up the day-long meeting with a presentation on the role the Commonwealth should play in shaping a growth and development response.

That same evening, OLRP sponsored a regional conference in Marlboro, primarily for the central Massachusetts I-495 corridor communities, on Chapter 40B Comprehensive Permits. This session was a repeat of one held earlier on Cape Cod. The purpose of these workshops was to help communities which are experiencing an increasing number of comprehensive permit requests through their Zoning Boards of Appeals understand the law, the mandated process, and most importantly, how to use this process to local advantage.

This workshop helped selectmen and members of planning boards, housing authorities and conservation commissions to negotiate more effectively a project's design, affordability and on- and off-site infrastructural support. A presentation was also made on what environmental issues can legitimately be raised and how to present them successfully to the Housing Appeals Committee.

The final conference was a day-long training program for local planners and volunteer board members on Growth Management Alternatives to Moratoria held in Leominster. This conference was a direct outgrowth of a Strategic Planning Grant to Leominster. The city subcontracted with LandUse, Inc., to design the training conference and a handbook entitled, ''What's Right for You?''. Attorney Joseph Hannon discussed the legal ramifications of structuring and adopting a moratorium. Alternative growth management tools were discussed by Scott Horsley (I.E.P.), Robert Lemire, John Whiteman (LandUse, Inc.) and Peter Bovenzi (Bovenzi, Inc.). In addition to EOCD, several state agency representatives were available to discuss state assistance including the Executive Office of Environmental Affairs, the Executive Office of Transportation and Construction, the Department of Food and Agriculture and the Department of Environmental Quality Engineering.

The OLRP plans to continue such training efforts. If your community or organization has an idea about a training program, please call the Office of Local and Regional Planning at (617) 727-3197. ■

CDAG, continued from page 3

water and sewer line construction within a 48-unit single-family subdivision project. Because the developer will not absorb these construction costs, the selling price of each unit will be reduced by an average of $10,000. In addition, all 48 homes will be made available to income-eligible (12 low-income and 36 moderate-income) first-time homebuyers at mortgage rates as low as 5½ percent through the state's Homeownership Opportunity Program. This combination of assistance through the MHP will significantly decrease homebuyers' monthly payments.

- A $247,700 award to the Town of Hudson will pay for sidewalks and streetlights and the resurfacing of a roadway adjacent to the site of an eight-building, 96-unit mixed-income (at least 25 percent low-income) SHARP housing development.
- The Town of Greenfield will receive $340,000 toward construction of a roadway and water and sewer facilities in support of a 36-unit attached townhouse condominium project. All 36 units will be set aside for income-eligible first-time homebuyers at reduced mortgage rates through the Homeownership Opportunity Program.

Housing projects that have received CDAG support have included single-family, attached townhouse, and mid-rise construction for rental as well as for individual, condominium, and cooperative ownership. To date, 29 CDAG awards totalling $15.3 million have supported the construction of over 3,000 housing units across the state.

In the examples cited above, the CDAG Program is providing funds for public works activities on property that is publicly owned. EOCD has recently expanded the potential scope of the CDAG Program by approving awards for activities on private property where there is public management of that property through regulatory agreements or deed restrictions. Thus, a $500,000 award to the Town of Lincoln will cover the construction of roadways and utilities within a 120-unit housing development. The project will consist of six subsidized family rental units, 30 low-income and 36 moderate-income first-time homebuyer units, and 48 market units.

EOCD is currently seeking an additional $30 million capitalization from the Legislature which includes another set-aside of CDAG funding to support affordable housing development. ■

New Infrastructure Program Aimed at Small City Downtowns

Small Cities' downtowns received another boost when Secretary Anthony recently announced the establishment of the Infrastructure Set-Aside Program (ISAP). The program provides state grants to support the building or improving of streets, sidewalks, off-street parking, water and sewer lines, or other public improvements.

Grants are made to promote private investment that creates or retains employment opportunities and revitalizes areas showing signs of distress.

Why another infrastructure program when Community Development Action Grants (CDAGs) have been so successful? The CDAG Program has been a great success for industrial and residential development projects. However, ISAP is designed to work with commercial projects that generally have not been competitive in the CDAG Program.

Under ISAP guidelines, a project must meet three basic tests to qualify for a grant:

- There must be a district development plan, such as a Commercial Area Revitalization District (CARD) plan for the area in which the project is proposed;
- The project must support private capital investment within the designated development district at a ratio of at least $2.50 in private investment for each $1.00 of ISAP funds;
- The project must support activities which benefit low- and moderate-income persons and encourage reinvestment in distressed areas.

Secretary Anthony has set aside $5 million in this year's federal Community Development Block Grant (CDBG) Program for Massachusetts municipalities with populations under 50,000. The maximum grant under ISAP is $300,000. The state grant represents 75 percent of the infrastructure project cost, and the locality provides the remaining 25 percent.

Grant awards will be made in three rounds. A request for proposals was sent to all eligible municipalities in July with proposals due on September 15, December 15, and March 15. Eligible ISAP activities include the acquisition of real property that will be used for the infrastructure project as well as the construction, rehabilitation, alteration, or enlargement of streets, roadways, lighting, water and sewer lines, pedestrian malls and walkways, and off-street parking.

Although ISAP is primarily directed to downtowns, it may be used in other areas of the community. For more information, call the Infrastructure Set-Aside Program at (617) 727-7180 or 1-800-392-6445. ■

Secretary Anthony Announces Core Focus Award

Secretary Amy Anthony recently awarded $200,000 in Core Focus funds to the Town of Webster for a mixed use development project.

Core Focus is an EOCD program designed to assist communities which have mixed-use housing/commercial projects by providing "gap financing" and rental subsidies to rehabilitate buildings which are vacant, underutilized, and in need of significant renovation. The Core Focus Program combines the resources of two EOCD programs: the Massachusetts Chapter 707 Moderate Rehabilitation Program and the Massachusetts Small Cities Program.

The Town of Webster was awarded the Core Focus grant to assist in the rehabilitation of the "Kalia Building" located within the town's central business district. The renovation will result in a total of six subsidized residential units and three commercial spaces.

Secretary Anthony commended the town and the developer for providing affordable family housing and for their efforts in continuing the commercial revitalization of Webster's downtown. ■

MHP Establishes Regional Offices

The Massachusetts Housing Partnership (MHP) has established six regional offices across the state. The regional office directors are responsible for coordinating initiatives in conjunction with the development of local housing partnerships and the implementation of partnership housing strategies. The six field offices are as follows:

Western Massachusetts
150 Fearing Street
Amherst, MA 01002
Director: Rita Farrell
(413) 549-6442

Central Massachusetts
340 Main Street, Suite 747
Worcester, MA 01608
Director: Sara Robertson
(617) 755-7737

Metro West, Merrimack Valley & Northeastern Massachusetts
Town Hall
20 Main Street
Andover, MA 01810
Director: Owen Cardwell
(617) 470-3800 ext. 227

Metro North & North Shore
9 Main Street, Suite #5
Peabody, MA 01960
Director: Patricia Byrnes
(617) 532-1977

Metro South & South Shore
400 Washington Street, Room 301
Braintree, MA 02184
Director: Ana Perez
(617) 843-1726

Southeastern Massachusetts
One Cohasset Avenue
Buzzards Bay, MA 02532
Director: John Klimm

If you have any questions or would like additional information on MHP housing development activities in your area, please don't hesitate to contact your regional office director. ■

Impact Editorial Staff:
Sandra M. Coakley, Editor
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Executive Office of Communities and Development
100 Cambridge Street
Boston, Massachusetts 02202

Planning Reports and Videos Available

Through EOCD's Strategic Planning Program, a number of reports and video presentations have been developed and are now available. Although these products were developed for specific projects, they involve inventories or generic examples that are pertinent to many communities.

Matrix of Local Affordable Housing Strategies and Techniques - Describes affordable housing strategies including regulations, zoning, taxation, land acquisition, alternative living arrangements, physical design alternatives and funding sources. This was prepared for the Town of Brookline.

Linkage/Inclusionary Zoning Reference Data and Report - Describes a methodology and the data required to establish a rational nexus for a linkage or inclusionary zoning by-law. This was prepared for the City of Cambridge.

State-of-the-Art Report: Affordable Housing Techniques - This report reviews why there is a shortage of affordable housing units and provides an overview of ways to address many different aspects of the problem. The intent is to provide alternative strategies which reflect differences in local circumstances. The report was prepared for Taunton, Norton and Mansfield.

Video Tape of March 14 Comprehensive Permit Conference - Conference held on Cape Cod which discussed comprehensive permits, environmental considerations, municipalities' rights and responsibilities, and negotiating techniques.

Video Tape of Growth Management Alternatives to Moratoria Conference - Held on June 26 in Leominster. Includes panel discussions on technical assistance and financial resources available from state agencies for growth management and specific growth management techniques and strategies being tested in Massachusetts.

For copies of these and other reports, zoning by-laws, or video tapes, please call 727-3197 or write to the Strategic Planning Program, Executive Office of Communities and Development, 100 Cambridge Street, Room 904, Boston, Massachusetts 02202. ■

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Michael S. Dukakis, Governor | Amy S. Anthony, Secretary | Michael W. Tierney, Assistant Secretary, Municipal Division

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Franklin County: A Regional Partnership

One house rehabilitated under FCRHA.

The first regional public housing authority in the northeast, the Franklin County Regional Housing Authority (FCRHA) provides a myriad of housing and community development services to 26 rural communities spread over 720 square miles in northwestern Massachusetts. Abutting Vermont and New Hampshire, its neighbors to the north, Franklin County is bisected north to south by the Connecticut River and extends east to west across the Pioneer Valley into the Berkshire foothills. The population of Franklin County is 60,000, with most towns having populations under 2,500. Over the past 12 years the FCRHA has been a successful local partner with the Commonwealth and with the area's communities in addressing the housing needs of Franklin County residents.

FCRHA Executive Director Paul Douglas noted that "in the area of housing rehabilitation, the Franklin County Regional Housing Authority recognizes the important and positive impact that the Massachusetts Small Cities Program (MSCP) can have. Through regional, multi-town applications, FCRHA has assisted many smaller communities in competing for funding to address similarly identified needs." Small Cities Program funding has been used to provide quality affordable housing by rehabilitating a large number of older, single and multi-family properties throughout the county. A positive by-product of the revitalization of the area's housing has been a significant increase in business for local contractors and materials vendors.

FCRHA's Community Development Block Grant Director Donna Cote noted that FCRHA's many rehab program successes over the years have been enhanced due to regional cooperation and the agency's ability to dovetail other EOCD resources. FCRHA has had a close and productive relationship with the Franklin Community Action Corporation (FCAC). The two agencies have formalized a process for referring clients. For example, FCAC's Weatherization Program, funded by EOCD's Neighborhoods Division, commits up to $1,200 per unit for weatherization improvements and up to $2,250 per unit toward heating systems, in conjunction with Small Cities funded housing rehab activities.

FCRHA also works closely with a number of shared town administrative assistants or Circuit Riders, funded through EOCD's Incentive Aid program. "The administrative assistants have been a real asset to the communities of Franklin County," observed Douglas. They have provided the professional day-to-day support and coordination so important to small communities which in the past have relied solely on volunteer part-time management. FCRHA has worked with the Circuit Riders to identify and address local needs, to educate and inform residents on local and regional housing issues, and to jointly write multi-town Small Cities applications in support of housing and commercial projects throughout Franklin County.

Over the past three years FCRHA has coordinated a number of innovative projects with the Franklin County Community Development Corporation (FCCDC). Using a variety of state resources, the FCRHA, the FCCDC, and a local social services agency, Dial Self, developed a very successful transitional residential facility for adolescents. The project provides quality subsidized housing for low-income teenage mothers and single adolescents while they develop job skills in a structured and supportive environment.

The FCRHA and the FCCDC have also jointly submitted a number of comprehensive multi-town Small Cities applications to provide housing rehabilitation and commercial and economic development. (see related story on page 3). Currently, the two agencies are combining resources to create affordable limited equity cooperative housing in Montague, the first such opportunity

continued on page 3

From the Desk of Amy Anthony

This fall Governor Michael Dukakis unveiled a plan to prevent the displacement of thousands of low and moderate income tenants from their federally-subsidized apartments.

This action was in response to a very serious threat to the continued availability of approximately 29,000 housing units in Massachusetts. These units were built 20 years ago under federal programs which provided below market financing to private developers.

In exchange for the low interest mortgages, owners agreed to restrictions that allowed low and moderate income families the opportunity to rent the units. The provisions also allowed the developers to "prepay" their federal mortgages after 20 years, thereby lifting the restrictions on rents. Today, two decades later and in a tight housing market, the dates for prepayment on projects are approaching, jeopardizing the continued affordability of these units in markets already facing shortages of low and moderate rental apartments.

The Governor's plan for the preservation of this federal housing requests landlords to sign a pledge promising that no current tenant will be involuntarily displaced nor expected to pay more than 30 percent of his or her income in rent; that at least 60 percent of the units will be maintained for low and moderate income families for at least 20 years; and that at least 20 percent of the units will remain affordable for low income renters. Overall, a goal is set to preserve 80 percent of these units as housing affordable to low and moderate income families.

Under the Governor's housing preservation plan, EOCD is serving as the facilitator or broker for the Commonwealth. Key to the implementation of this plan is the pledge signed by the property owner and EOCD. The pledge sets guidelines for "workout plans" which are individually tailored to particular project circumstances.

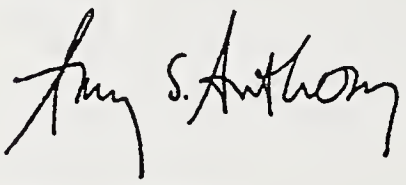
Workout plans might include a cooperative purchase of the building by the tenants; the sale of a portion of the units to tenants and the local housing authority as condos; or a combination of state program assistance to the owner in exchange for extending the lock-in period.

A successful plan is built on mutual commitment and cooperation from all parties — the owners of the properties, the tenants that live there, and the federal, state and local governments.

Over the next three years, 5,600 units of low and moderate income housing will be eligible for prepayment. As of the end of November, the owners of over 70 percent of these units (4,100) have signed pledges committing to a process for working out resolutions to the long-term stability and affordability of this housing.

Massachusetts cannot solve this problem alone; just as it cannot act alone to ensure continued availability of affordable rental housing. Hopefully, new federal tax and funding programs will be designed to assist the process. In the interim, federal, state, and local agencies must identify and present the resources that are currently available to them and work with project owners and tenants to find acceptable solutions.

Sincerely,



Amy S. Anthony

Grant to Revitalize Chelsea Neighborhood

One year ago, Bosson Park in Chelsea was considered a dangerous and unwelcome place. The park, located in the Shurtleff-Bellingham neighborhood a few blocks from City Hall, was the scene of drug dealings and other criminal activity. As a result, neighbors in the surrounding area lived in fear. No children played in the park, residents were afraid to walk on adjoining streets, and property owners saw the neighborhood rapidly deteriorating.

Today, as a result of an extraordinary effort which involved neighborhood citizen participation, support from Kitty Dukakis' Program on Public Space Partnerships and the University of Massachusetts' Department of Landscape Architecture, and assistance and encouragement from local and state officials, the park and playground have been "re-claimed" by the neighborhood. In late September, Secretary Amy Anthony joined with Mrs. Dukakis, State Representative Richard Voke, Mayor Thomas Nolan, and other officials to announce a Massachusetts Small Cities Program (MSCP) award for $240,512 to the City of Chelsea to continue the upgrading of Bosson Park. This project will be part of a comprehensive revitalization campaign to address issues relating to housing, crime and security, and lack of parking and open space in this Chelsea neighborhood.

EOCD Secretary Amy Anthony announced that the grant is from a Small Cities Innovative Fund for special projects. "The funds which we are awarding today will allow the City of Chelsea to finish what the residents of this neighborhood have begun: the revitalization of a city park which was a haven for drug abuse and crime. This park should be for the children," said Anthony.

The Massachusetts Small Cities funds will be used for the design and reconstruction of the three-quarter-acre park, including play equipment, seating, game stencils, a children's water feature, and anti-graffiti surfacing. Plans for alternate parking facilities will also be explored in order to relieve the dangerous congestion in the immediate neighborhood. The park's use will focus on pre-teens, their parents, and the elderly. There will also be activities for small children as a result of a recent EOCD Gateway Cities grant.

The Bosson Park project will also be implemented in conjunction with EOCD's Rental Rehabilitation Program and the Massachusetts Housing Finance Agency's Mortgage Program efforts to assist nearby problem residential properties under new ownership. In addition, a newly organized neighborhood crime watch subcommittee will continue its security activities, with particular focus on the park.

Mrs. Dukakis said she was grateful to be part of this project and noted, "I am very pleased that the residents of this neighborhood have taken back their park and that we were able to assist them in this effort."

Partnership *(cont. from page 1)*

for very low income homeownership in the county. The project uses Small Cities funds and Chapter 707 Moderate Rehabilitation Funds, in conjunction with the Greenfield Area Land Trust.

FCRHA credits its success over the years to the evolution of a strong regional provider network in Franklin County, the willingness of area agencies to be creative and resourceful in addressing local needs, and FCRHA's evolution into a full-service housing authority.

The FCRHA is truly excited about the future of housing opportunities for Franklin County. ''Massachusetts leads the nation in its commitment to affordable housing. EOCD is creative and flexible in the utilization, coordination, and implementation of its resources to produce quality housing opportunities for the residents of the Commonwealth — be they urban, suburban, or rural,'' Douglas observed. ''The Massachusetts Housing Partnership is an exciting and effective concept that is interestingly similar to the regional partnerships and blending of resources which the Franklin County Regional Housing Authority and other area service providers have found effective in Franklin County.''

Secretary of Communities and Development Amy S. Anthony was named this year's President of the Council of State Community Affairs Agencies (COSCAA). COSCAA is a national association of state agencies which oversees housing, community and economic development, and local government assistance programs.

In addition to her new role as COSCAA President, Anthony has also recently been named a member of the National Housing Task Force, convened by U.S. Senators Alan Cranston (D-CA) and Alphonse D'Amato (R-NY), and chaired by nationally-known developer James Rouse, which is working to develop a new national housing agenda. She has also been named to the National Low Income Housing Preservation Commission, which is investigating ways to save federally-subsidized rental properties whose use restrictions are about to expire.

Franklin County CDC Impacts Regional Economy

Similar to the way in which the Franklin County Regional Housing Authority serves as a regional housing agency, the Franklin County Community Development Corporation (FCCDC) serves as a regional economic development delivery agency. Gerald Joseph, Executive Director of FCCDC, explains that ''towns in Franklin County have limited capacity or expertise when it comes to economic development. We fill that gap by forging partnerships between communities and businesses to carry out economic development projects.''

Funding from the Massachusetts Small Cities Program (MSCP) has been used to initiate a great many of these projects. For example, in the Town of Buckland, Mayhew Steel Company, a 125-year-old manufacturer of hand tools, has received assistance. Mayhew received a $30,000 low interest loan from a revolving economic development loan fund administered by the CDC and capitalized with an MSCP General Fund grant. The loan was used for equipment modernization. A short time later, the CDC prepared an Economic Development Set-Aside Program (EDSA) application for Mayhew on behalf of the town. The application was funded and helped the company to make additional capital improvements and to retain and create new jobs. This assistance was critical to the stabilization and growth of this company.

Over the past four years the CDC, in partnership with municipalities in the region, has assisted over 50 business development projects utilizing MSCP resources in many diverse ways. According to Joseph, ''funds have been provided to buy grain storage silos and pipeline milking systems in Colrain, to build a new manufacturing plant for the Energy Food Factory in Greenfield, and to renovate an old mill into a candle making factory in Shelburne and a custom wood moulding plant in Montague.''

With recent Small Cities Innovative Project grants, the CDC has joined with six towns in the Northern Tier in a pilot effort to provide marketing assistance to the machine trades industry.

What all these efforts have in common is that through the capacity provided by the CDC, communities in the region are accessing state resources to help create and preserve employment which is vital to the local economy. ''It is an exciting collaboration among the public, quasi-public, and private sectors that is working to deliver economic revitalization to Franklin County,'' according to Joseph.

Grain storage silos in Colrain, purchased with MSCP funds.

Gateway Cities Showing Results in Springfield

It's 8:30 a.m. at the Brightwood-Riverview Health Center located in the predominantly Hispanic area of Springfield. The phones are already ringing in the office of the Center's latest project, Our Babies...Our Future, one of ten Gateway Cities projects being funded by a $676,096 award from EOCD to the City of Springfield.

"I'll be right there," answers Maria Tosado, one of the counselors working for the project. "That was Felicita... she's bleeding and has been having cramps since around midnight. I'm going to take her to Wesson Women's emergency room."

"Don't forget to give her a taxi voucher for the ride back from the hospital," suggests Carmen Oyola, who is also a counselor for the project. Carmen is folding and packing children's clothes donated to one of her clients, whose apartment was robbed over the weekend, leaving her and her two children without food or clothing. "I'm taking Ana to the Open Pantry [an emergency food source sponsored by a group of Springfield nuns], then over to Welfare to report the robbery and see if she can get some food stamps." Ana, 22 years old and the mother of two, arrived from Puerto Rico in August. At that time, she was about four months pregnant and had not had any prenatal care. She speaks almost no English and does not read either English or Spanish. Carmen met her when she was delivering flyers about the Gateway Cities project door-to-door and has been helping her access services to improve the chances of a healthy pregnancy and to assure that the other children receive pediatric care.

"That's really what this is all about," says Nancy Jones, RN, MS, Coordinator of Our Babies...Our Future (Nuestros Bebes...Nuestro Futuro). "We've known for several years that Hispanics are most likely to deliver small, premature babies. We designed this program to try to help women who are unfamiliar with Springfield's health care system to get early and regular prenatal care, nutritional counseling and adequate food, and just about anything else needed to relieve stress, get enough rest, and deliver a healthy new citizen! So far, we've been able to work through evictions, emergency shelter needs, getting kids into handicapped children's services, getting fathers into job training programs...you name it, Carmen and Maria have already had to deal with it."

A healthy newborn and happy mother are one success of Springfield's Gateway Cities Program.

Since July, when the New North Citizens Council and the Brightwood--Riverview Health Center received the Gateways grant, more than 30 families have been helped and many more have been given information about the "rules" of healthy pregnancy habits. A broad publicity campaign is just beginning, which will include the Citizen Council newsletter, radio, television, door-to-door outreach and posters in neighborhood stores, banks, and churches. With the full support and cooperation of all the various agencies which provide services for Springfield families, the project has gotten off to a fast start and is expected to exceed its goals without difficulty.

"Healthy infants have to be a priority of our society," says Jones. "Remember that a tiny, premature baby will cost us much more than this project. If we can help just one baby to be born full-term rather than being born too soon or too small, we will have paid for ourselves. But we intend to do much more than that this year because we have a new and horrible threat to our babies...AIDS, which no one can ignore any longer."

Maria has returned to the office. Felicita will spend the night in the hospital but her early labor has been successfully stopped. Another baby with a better chance for good health...another busy day for Our Babies...Our Future.

Gateway Cities Emergency Program Funds Awarded

In addition to the $10 million in Gateway Cities funds helping to support projects such as the women's health care program at Brightwood - Riverview Health Center in Springfield, an additional $1 million in emergency funding is also available.

The Gateway Cities Emergency Program has just completed its first round of funding, awarding $350,000 to six eligible communities.

Gateway Cities Emergency funds are available on a competitive basis to the 26 communities which are determined by a legislative formula to be eligible for the program. These 26 communities have experienced a significant influx of newcomer groups including immigrants, linguistic minorities, refugees and others.

In addition to being competitive, the primary difference between the Emergency Program and the basic Gateway Cities Program is that the municipality must demonstrate that a **critical** or **emergency** situation exists. Such a stituation would include a sudden threat to public safety and/or health and welfare (e.g., fires, community disturbances, significant increases in drug abuse) and/or unexpected and significant overload demand on a service delivery due to rapid increases in the numbers of newcomers (e.g., school, health agencies, housing availability).

Round I of Gateway Cities Emergency funding was awarded to the following six communities: Boston, Fitchburg, Lawrence, Lynn, New Bedford and Worcester.

Two additional rounds of funding will be awarded this year to assist Gateway Cities in addressing critical situations within the community as they occur. In the event of extreme crises, $100,000 has been set aside for which application may be made at any time.

EOCD Participates in MMA Annual Conference

For the first time, the Massachusetts Municipal Association's (MMA) Annual Meeting and Trade Show was held in Boston, at the Mariott Hotel/Copley Place from November 6-8. More than 1,600 people attended this year's event, including officials from all 350 MMA-member cities and towns, staff from EOCD and other state agencies and over 100 vendors.

EOCD Secretary Amy S. Anthony addressed the Saturday luncheon audience of several hundred local officials on the role EOCD is playing in promoting state/municipal cooperation. Other key speakers at the two and one-half day program included San Antonio Mayor Henry Cisneros, immediate past president of the National League of Cities, broadcast journalist Howard K. Smith and Senator Edward Kennedy.

EOCD's involvement in this year's Annual Meeting included an exhibit and booth and the sponsoring of three workshops. The EOCD display booth, which featured a large Massachusetts city and town hall pictorial display, provided an excellent opportunity to discuss with local officials the wide range of program resources which are available through EOCD. The workshops presented by EOCD included the following:

Massachusetts Housing Partnership: Opportunities for Cities and Towns.

This workshop focused on the development of local housing partnerships and the opportunities they afford cities and towns, including the following: special access to EOCD/MHP resources; increased local capacity to manage growth; and ability to further influence project selection, design and funding decisions. Joseph Flatley, Director of the Massachusetts Housing Partnership (MHP) at EOCD, and Peter Gagliardi, MHP Coordinator of Technical Assistance and Field Operations at EOCD, served as panelists.

Teamwork in Land Use Planning

This workshop looked at how to create a local participatory process that coordinates land use decision-making and how some local officials have implemented effective approaches. There was special focus on the Land Development Law Course sponsored by the Incentive Aid Program. Ann Whittaker, Senior Municipal Management Specialist at EOCD, moderated the workshop.

Local Decision-Making About Capital Needs: Enhancing Communication and Deliberation Among Local Officials.

This workshop involved a simulated deliberation session utilizing a capital needs decision-making model called Interpretive Structural Modeling (ISM). This innovative process incorporates use of a computer to track decisions and facilitate discussion among local decision makers. Local officials from communities which have initiated the ISM process presented their experiences. Jeff Peterson, Municipal Management Officer at EOCD, moderated the session.

Other EOCD representatives invited to serve as panelists at MMA-sponsored workshops included the following: Richard Howe, Deputy Assistant Secretary for Municipal Management and Planning, who served as a panelist for "Cooperative Municipal Programs"; Marcia Lamb, Assistant Secretary for Housing, who served on the "Human Services Response to Housing Needs" panel; Kathleen Bartolini, Director of the Office of Local and Regional Planning, who was a panelist on "Creative Local Initiatives in Land Use Control"; Marilyn Contreas, Senior Program and Policy Analyst, who served on the "Charter Change in Your Community" panel; and Deborah Lindsay, Municipal Management Officer, who served on the panel on "Innovations in Data Processing."

Conference participants (left to right): Alicia Perez, Sandra Coakley, Jeff Peterson, Brent Wilkes (MMA), and Deborah Lindsay.

Youth 2000 Grants to Provide Human Services Support

Massachusetts cities and towns will soon be able to compete for grants of up to $10,000 for projects which increase local capacity to "bring down the barriers to opportunity" for youth, under a new program funded by the federal Department of Health and Human Services (HHS). Funds totalling some $125,000 have been awarded to EOCD through a grant prepared and negotiated by the Governor's Office of Human Resources (GOHR).

The grant, funded under the HHS Youth 2000 Program, provides an additional municipal focus for Governor Dukakis' announced initiative to "bring down the barriers to opportunity." Since the announcement of the Barriers Initiative in January, 1987, Massachusetts has made significant progress in addressing the major underlying issues of teenage pregnancy, alcohol and drug abuse, school dropouts, and illiteracy.

The Youth 2000 grant will support three major activities: data collection and analysis; a series of four regional

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Local Aid Deliberations Involve Municipal Leaders in Decision-Making

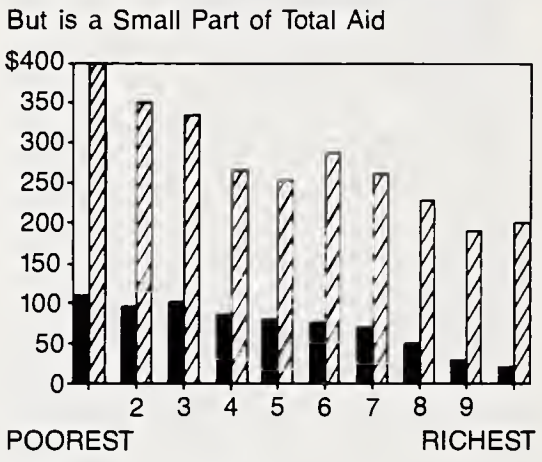
The local aid resolution process, begun in 1983, is a valuable participatory forum for municipal and school officials. Each fall, State Administration and Finance (A&F) Secretary Frank Keefe convenes a series of meetings to discuss the distribution plan for the increase in local aid each year (often referred to as ''resolution aid''). Most major interests affected by local aid decisions attend these meetings and offer a variety of perspectives on the distribution of local aid. Among those attending are the Massachusetts Municipal Association (MMA) and its constituent organizations (mayors, selectmen, managers, etc.), representatives of school committees and school superintendents, the Suburban Coalition, the legislative Rural Caucus, the Local Aid Commission, and the Massachusetts Taxpayers Foundation. Generally, each group makes a presentation on possible alternatives or refinements to the formula for the distribution of resolution aid, although ''cherry sheet'' items have also been the subjects of discussion. ''Cherry sheet'' is the common term for the listing of receipts and reimbursements to local governments from the state, as determined by state statute.

Research and analysis for these discussions are provided by A&F's Budget Bureau and the Division of Local Services in the Department of Revenue. Staff from the Department of Education and the Executive Office of Communities and Development have also been active participants in the resolution aid meetings.

Secretary Anthony echoes the view of many local officials by noting that ''this forum is critical in order to ensure the timely distribution of 'cherry sheets', which has become an increasingly important element in local fiscal planning.'' The resolution process is of special significance to EOCD's Division of Municipal Development, since the creation of the Incentive Aid Program was a subject of these meetings in 1984, resulting in the program's funding from the Local Aid Fund.

The series of discussions held this fall have included a report on the adoption of the hotel/motel local option excise, an analysis of the resolution aid formula as ''equalizing,'' a presentation on streamlining the ''cherry sheet'' (combining similar cost categories), and a review of the cost and revenue factors used in the resolution aid formula. Meetings continue into December, and the resolution aid proposal is presented to the legislature shortly after the release of the Governor's proposed budget.

New Resolution Aid is Equalizing



- Three poorest deciles received 3 times as much new resolution aid as 3 wealthiest
- But this new aid is small compared with total cherry sheet aid

The chart above demonstrates the ''equalizing'' effects of local aid, based on the premise that the equalization goal of local aid is to direct more funds to cities and towns with low property wealth. For purposes of comparison, equalized valuation (eqv) per capita is used as a measure of property wealth; the state's cities and towns are divided into deciles (35 communities in each decile) from low eqv (left) to high eqv (right). [CHART PROVIDED BY BUDGET BUREAU, EXECUTIVE OFFICE OF ADMINISTRATION AND FINANCE].

CDAG Can Pave The Way

The road (or water or sewer line) to private investment, employment creation and community revitalization is imminent!

Recently, the House and Senate voted by a large majority to accept legislation which will recapitalize the Community Development Action Grant (CDAG) Program in the amount of $30 million.

With passage of this bill, communities in need of site or infrastructure improvements—such as sidewalk or street repairs, public off-street parking facilities, water and sewer lines, rail spurs, parks and playgrounds, and similar projects that support industrial and commercial—development will be able to start the New Year off on the right track.

The CDAG Program has also set aside funds to support housing related projects approved by the Massachusetts Housing Partnership. (For additional information on this aspect of the program, please refer to the September issue of ''**Impact,**'' or call the MHP at (617) 727-7824.)

CDAG staff, David Dronsick, the Program Director and Sandra Moore, the Assistant Director, are in the process of rewriting the CDAG Program Guide and Application in order to be ready for the first new funding round, which they hope will take place in February, 1988. Application materials will be sent out well in advance to allow communities ample opportunity to participate.

If you would like to know whether or not a specific project would be eligible or how the program works, please call the CDAG Program staff at (617) 727-3197 or 727-7001.

Strategic Planning Awards Target Local Issues

A wide range of locally identified growth management issues will be addressed through the recent award of over $800,000 in Strategic Planning Program funds. After a competitive process which included nearly 100 applications totalling $2.8 million, 30 municipal and regional awards were announced in late September. This year's program accepted applications proposing projects in a wider range of issue areas than past funding rounds. The result was requests for project funding in the areas of affordable housing, environmental protection, zoning revisions, economic development, transportation-related land use management and general growth management. Awards were made for projects in each of these areas.

Projects addressing affordable housing are now underway in several communities including Somerville, Fall River, Manchester and Gardner, while regional housing projects have begun on the South Shore and in the Blackstone Valley. The Blackstone Valley project (Franklin, Bellingham, Blackstone) will also address open space preservation issues. Other communities and regions involved in environmentally oriented projects include Berkley, Franklin County and five communities along the Mattapoisett River.

Zoning revisions will be the focus of attention in a number of municipalities funded this year, including the town of Hancock, one of the few remaining communities in the Commonwealth currently without zoning. Economic development strategies will be pursued in Gloucester and Norton, and five cities in the Pioneer Valley will work with their regional planning agency to develop a regional strategy based on private sector corporate planning approaches. Projects examining transportation and related land use management will be conducted in Marlborough and along Route 9 in central Worcester County. Five general growth management strategy projects across the Commonwealth round out this year's municipal and regional awards. Funds for mini-grant and special needs projects still remain, and applications are being accepted on an ongoing basis.

Program Director Mark Siegenthaler noted that program applications for next year's round of funding will be solicited earlier than in past years. The Request for Proposals is slated for distribution in February or March. The accelerated timetable will allow project awards to be made earlier in the fiscal year, allowing the maximum amount of time for grantees to complete their projects. The range of eligible activities will remain the same for the next funding round.

J. Brandon Wilson, Somerville (left), and Paul Bockelman, Executive Secretary for Town of Manchester (center), meet with Program Director Mark Siegenthaler (right).

Management Improvements Initiated in Large Cities

Since the inception of the Urban Management Program (UMP) two years ago, twenty cities have begun developing and implementing comprehensive strategies to improve their management capacity utilizing this component of the Incentive Aid Program. The Urban Management Program focuses on the complex management needs of communities over 25,000 in population, with limited fiscal capacity and per capita incomes below the state median. The program is administered in two phases: a planning phase and an implementation phase. To date, fifteen cities have completed the planning phase and are now in various stages of implementation. Three cities are completing their planning process, and two are about to begin this process.

Many of the UMP implementation grant projects have focused on improving financial management and cutting costs. For example, the City of Boston has completed the design and implementation of new program budgeting procedures which were utilized in developing the city's current operating budget. Program evaluation procedures were also developed in conjunction with the new program budget, and both the budgeting and evaluation procedures have been linked to the city's existing goal-setting process.

Other financial management projects include the following: upgrading budgeting procedures and capital improvements programming in Chelsea and Marlborough; creating budget director positions in Malden, Marlborough and Everett; upgrading purchasing systems in Chelsea and Marlborough; and conducting comprehensive insurance studies for Chelsea and Everett.

Examples of other management projects being funded include the following: police studies in Lawrence and Marlborough; a personnel study and the creation of the position of Director of Management Information Systems in Fall River; creation of an Intergovernmental Relations Manager position and an Internal Operations

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Cities *(cont. from page 7)*
Manager position in Lynn; upgrading and consolidating of emergency dispatch services in Chelsea; and a city charter study in Malden.

These management improvement plans are developed with the assistance of management consultants funded through UMP planning grants. Key to the success of these management initiatives has been the work and support provided by a "blue ribbon committee" appointed by the mayor or city manager. The committees in Everett and Malden are typical examples and have done outstanding jobs. They have worked extremely hard to complete the planning process and provide the credibility necessary for acceptance of the management improvement plans by their communities. Committee membership is comprised of representatives from public and private sectors.

The private sector representatives on Everett's 13-member committee include three local merchants, two contractors, the owner of a large printing firm, a bank vice-president, and a member of an investment firm. Public sector representation includes the former Comptroller and Director of the Bureau of Accounts for the Commonwealth, the city treasurer/collector, the business agent for a neighboring public school system, and a former city auditor.

Malden's committee includes the president of the chamber of commerce, a former city comptroller who is currently a financial officer for a national corporation, the president of a large Boston area credit union, an attorney who was formerly the city clerk, the executive assistant to the publisher of the local daily newspaper, and the advertising manager of the newspaper. Public sector members include a former budget director of Boston who also served as budget director of Philadelphia, the director of the Corporations Division of the Secretary of State's Office, an assistant commissioner for the Metropolitan District Commission, a former head of the Malden Housing Authority, a former city assessor, the mayor, the president of the city council, a city councillor, the city planner and special assistant to the mayor, who provides staff support to the committee.

These committees are very capable and highly motivated; they are helping to make a difference in the quality of the management capacity of their communities.

Presidents Place in Quincy Gets Underway

In late October, ceremonies were held in Quincy to initiate demoliton of the Bargain Center—the culmination of a process started several years ago to restore an important business area and to improve the physical and economic condition of the city.

The Bargain Center, a downtown landmark which has been vacant and fire damaged since 1986, is in direct proximity to the city's historically significant buildings: the Old City Hall, the Church of the Presidents, and the Crane Public Library. The Bargain Center and its surrounding block comprise 5.26 acres of deteriorated buildings and vacant land in the heart of the city.

Quincy's Department of Planning and Community Development began by preparing a plan for the redevelopment of the area and a mechanism to carry it out. After many community meetings and discussions, it was determined that the appropriate vehicle was the Urban Revitalization Development Grant (URDG) program established under Chapter 121B of the Massachusetts General Laws and administered by EOCD.

The Presidents Place Downtown Urban Redevelopment Plan represented a year of planning and review by local officials and EOCD. Complex issues needed to be resolved. The former Norfolk County Courthouse, presently the location of Quincy Junior College, is within the project boundaries; and relocation of the college had to be integrated into the planning process. The Quincy Historical Commission found that the demolition proposed was appropriate and compatible with the preservation and protection of the Quincy Center Historic District. The Historical Commission also specified exterior treatment of facades, building footprints, heights, and lighting to be used in designing new buildings.

EOCD awarded the city $16,000 to assist in the preparation of appraisals which are a component of the urban renewal plan. The plan has been reviewed and approved by local officials and EOCD, and acquisition and site preparation are underway. The city also received an EOCD Community Development Action Grant (CDAG) to assist the project. The $780,450 award will be used for site improvements, including street and sidewalk repairs, utility upgrading and landscaping, all of which are critical to the overall project. CDAGs are designed to promote private investment and create jobs which help to revitalize distressed areas and promote economic development.

Upon completion, there will be 240,000 square feet of office space, 50,000 square feet of retail space, 850 parking spaces and 209 condos. The present tax revenue is approximately $110,000; upon project completion, it is expected to exceed $900,000. The project is also expected to create 1,200 - 1,400 new jobs. The estimated cost of Presidents Place is $60,000,000, but the cost to the city is estimated at about $3,000,000, with significant long-term benefits.

The Bargain Center has been razed as part of an EOCD award to build Presidents Place.

EOCD Explains Supreme Court Decisions

When the United States Supreme Court decided two landmark land use cases in June, Massachusetts local officials, land use planners, attorneys and developers became concerned. Early reports of the potential impacts of the decisions raised questions about the legality of many existing and proposed land use regulations.

EOCD's Office of Local and Regional Planning (OLRP), through its Land Use Technical Assistance Program, responded to local concerns by providing additional information and explanations of these important land use decisions and their anticipated impact on Massachusetts.

Briefly, the two court decisions addressed the potential for awarding damages as a result of a temporary confiscatory land use regulation and the standard of proof required to establish a valid land use regulation as valid. In *First Lutheran Church v. County of Los Angeles,* the Supreme Court held that if a court finds a temporary land use regulation, such as a moratorium, to be an unlawful taking, the governmental jurisdiction must compensate the landowner for the period of time in which the property could not be used. The second decision, *Nollan v. California Coastal Commission,* holds that a government's regulation of a landowner's use of property must have a rational and direct relationship to the public purpose it addresses.

Through a three-part approach, OLRP provided assistance to local officials which included telephone information, the production of two issues of the **Land Use Manager,** the EOCD's monthly land use publication, and a statewide conference. Donald Schmidt, EOCD's Land Use Specialist, fielded hundreds of telephone calls, explaining the Court decisions and providing information on their potential impact on local land use regulations.

Schmidt also devoted two issues of the **Land Use Manager** to the Supreme Court cases. Distributed statewide, the July **Land Use Manager** on the *First Lutheran* case and the August issue on the *Nollan* decision provided local officials and boards with an objective and expert interpretation and analysis of the two cases. Each **Land Use Manager** covered the legal background of the case, a presentation of the facts of the case and the Court's decision. The August issue concluded with the following statement: "The *Nollan* and *First Lutheran* decisions will not affect the normal planning activities of local government. However, both decisions represent strong arguments for communities to be more concerned with long-range planning. Local government will have to be able to justify the imposition of the restrictive regulations or conditions."

The speakers at the statewide conference, "The Changing Face of Land Use Regulation," strongly supported this message. Held in September at Somerville High School, the conference formed the third part of the Office of Local and Regional Planning's educational program. EOCD co-sponsored the conference with many others, including the Massachusetts Attorney General's Office, Massachusetts City Solicitors and Town Counsels Association, the City of Somerville and the Metropolitan Area Planning Council.

Attorney General James Shannon, in his keynote presentation, emphasized that regulations based upon good planning will meet the test the Supreme Court developed in *Nollan.* He also advocated looking at new programs, such as land banking, for acquiring public benefit while doing away with the takings problem.

Other speakers examined how the Supreme Court decisions relate to the Massachusetts Court's decisions on similar issues. The tone was generally optimistic as each speaker stressed the need for good planning. The conference speakers included the following: Joel Bard, Esq. (Kopelman and Paige, P.C.); Donald Connors, Esq. (Choate Hall and Stewart); Philip B. Herr (Philip B. Herr Associates); Stephen Leonard, Esq. (Mitz, Levin, Cohn, Ferris, Glovsky & Popeo); Jerold Kayden, Esq. (Lincoln Institute of Land Policy); Edith Netter, Esq. (Edith Netter Associates); and Robert W. Ritchie, Esq. (Ritchie & Ennis Esquires). The Town Planners for Hopkinton (Nelda Hoxie) and Amherst (Bob Mitchell) also spoke on a panel with a counsel from the Massachusetts Department of Environmental Quality Engineering.

Copies of the **Land Use Manager** on the *Nollan* and *First Lutheran* decisions can be obtained by writing to **Land Use Manager,** EOCD, 100 Cambridge Street, Room 904, Boston, MA 02202.

Main Street Center Begins New Round

As reported in the last issue of IMPACT, EOCD's Main Street Center has been "looking for a few good towns" to participate in its downtown revitalization program. Generally, cities and towns which have a strong commitment from their downtown business communities, both in terms of providing financing and a willingness to participate in the program, are encouraged to compete for Main Street designation. Historically, such communities have succeeded in the Main Street Program.

EOCD has selected five communities to participate in the Main Street Program for the next four years. They are Chelsea, Franklin, Greenfield, Peabody and Taunton.

In January, representatives of the National and Massachusetts Main Street Centers will make a "Reconnaissance Visit" to each Main Street community to work with the community to identify issues or problems which may be addressed by specialized "Resource Teams." The Resource Teams are groups of consultants selected for their knowledge and expertise in dealing with the problems or issues identified during the Reconnaissance Visit. These issues might include improving building and streetscape design, using underutilized or vacant space on Main Street, developing a promotions calendar, or establishing a viable downtown business association. The Resouce Teams also work with the local Main Street organization to chart an 18-month strategy for downtown revitalization.

In addition to its technical assistance component, the Main Street Program also provides a matching grant to hire the project manager and a $12,000 technical assistance grant for the training and consultant services provided through the National Main Street Center. The matching salary grant is reduced each year as the community gradually assumes the entire program cost. Local Main Street programs must

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Main Street *(cont. from page 9)*
also provide an Implementation Fund of between $20,000-$30,000 to help run the program. Typically, these funds are used for financing special events or downtown promotions, developing a logo or other marketing technique for promoting the downtown, offsetting the cost of cooperative advertising, or providing a marketing analysis of the downtown. The local government is encouraged to help finance the Main Street effort, but the majority of local funding should come from the business community and other private sources.

In a major change to the program, new Main Street communities will be added each year, rather than only once every four years. By developing a strong local capacity at an early stage in the program, Main Street communities will require less intensive technical assistance beyond the first year. This will allow the Main Street Center to have a small number of new Main Street communities each year.

In upcoming issues of IMPACT we will highlight the activities which are occurring in the new Main Street communities. We will also announce two additional "large city" Main Street communities. Final reports and a program analysis of the last round of Main Street communities are underway and will also be presented in the next issue.

Youth 2000 *(cont. from page 5)*
workshops; and the grant program to cities and towns.

Work is already underway to gather and analyze data from every community under the leadership of Lieutenant Governor Evelyn Murphy. The Lieutenant Governor's Blueprint 2000 project will help develop a data base which will, on a community-by-community basis, identify youth population trends and target specific communities for assistance in developing programs aimed at "at risk" youths.

The regional workshops will be organized and conducted by the Governor's Office of Human Resources and the Local Officials Human Services Council (LOHSC), an affiliate of the Massachusetts Municipal Association, which is supported in part by EOCD's Incentive Aid Program. These sessions will focus primarily on the problem of building permanent capacity at the local level to cope with the problems of teen pregnancy, school dropouts, illiteracy, youth substance abuse, and youth employment and training.

The grant program will provide direct follow-up to the strategies developed in the workshops. Up to $10,000 per community will be available to fund local government professional positions, address management training needs, or institute improvements in management or operations of human service programs serving young people. Drawing on its experience in administering the Incentive Aid grants, EOCD will work with GOHR and LOHSC to develop the RFP, evaluate grant proposals and provide contracts for funded projects.

Staff Notes

We would like to welcome several new staff members who have joined EOCD's Municipal Division over the last couple of months.

JACQUELINE EDWARDS has been hired as the Assistant Director of the Gateway Cities Program. Jacqueline comes to EOCD from the State Executive Office for Administration and Finance where she served as staff assistant to the assistant secretary. She also worked for several years in the private sector in the areas of administration and teaching. Jacqueline has been employed at Children's Hospital, Thom Montessori School and Liberty Mutual Insurance Company.

DAVE WEISS joins EOCD's Municipal Division as the Coordinator of the Economic Development Set-Aside Program (EDSA). David has worked at Economic Research Associates in Cambridge where he was a consultant focusing on regional studies and economic strategy development. David has also worked for the Massachusetts Inspector General, for the Counsel for Community Development, and as a small business consultant in Madison, Wisconsin. David has a Masters in City Planning from MIT and is currently working toward an MBA at Boston University.

LYNN SHIELDS is the EDSA Program's new Economic Development Program Specialist. Lynn comes to the Municipal Division from EOCD's Neighborhoods Division where she worked with community action agencies. Lynn also spent several years in New York City where she was involved in community economic development. Lynn has a Bachelors degree from State University College at Buffalo and is completing an MA in Economics from the New School for Social Research in New York City.

MATTHEW ECKER has been hired as a Fiscal Monitor for the Massachusetts Small Cities Program. Matt comes to us from the Massachusetts Department of Elder Affairs where he held the position of Grants Management Specialist. Matt has a BS degree in Business Management from the State University of New York at Plattsburgh and is presently pursuing an MBA degree.

MARILYN BANNISTER has resigned from her position as Program Manager of the Incentive Aid Program. Marilyn has joined the management consulting firm of Bennett and Shaw. We wish her well.

From left to right: David Weiss, Jacqueline Edwards, Lynn Shields, and Matthew Ecker.

Boston Surveys Vacant Land for Affordable Housing

With the assistance of a $24,000 Strategic Planning grant from EOCD, the City of Boston has recently completed a survey of vacant land on which affordable housing can be built.

Boston's affordable housing problem is widespread and severe. Over the past five years, the construction rate for new housing in the city has risen by a dramatic 83 percent, but it has failed to keep pace with an escalating demand. At the same time, an unprecedented number of condo conversions have squeezed an already tight rental market in which higher income households have effectively outbid lower income households in both existing and new housing markets. This has resulted in a glaring need for more affordable housing for at least 11,000 households, as well as for an increasing number of as yet uncounted homeless people that now include families with children.

In 1985, the city's Public Facilities Department (PFD) undertook an inventory of all existing abandoned buildings throughout Boston, while creating a new mechanism for the accelerated disposition of these abandoned buildings. This concentrated effort proved beneficial in identifying 830 abandoned buildings in Boston. Yet, this number is considerably less than the number of housing units needed to meet demand. Thus, city officials turned to Boston's existing vacant lands as a long-term source of affordable housing through the implementation of a city-wide Vacant Land Inventory Project (VLI). This project focused on properties over 1,000 square feet which neither contained structures, nor were identified as public space, community gardens, parking lots, or maintained and secure open land.

An EOCD Strategic Planning grant award provided partial funding to undertake the VLI; and in June of 1986, the PFD and the Boston Redevelopment Authority began surveying the city's vacant lands. By May of 1987, a total of 6,451 lots were identified in 12 of the city's 21 neighborhoods.

The key components of the VLI were the following: (1) to conduct a field survey to identify vacant parcels, their ownership and tax status; (2) to create a vacant land database; and (3) to create maps of vacant parcels. Although private vacant lands were also surveyed, the primary focus was to identify publicly-owned land. It was found that the majority of the city's holdings are small, generally undevelopable parcels; less than 10 percent of the city's inventory are larger sites (those over 10,000 square feet).

A few neighborhoods still require further examination and verification. However, with such a comprehensive land inventory in place, city officials now feel confident they can develop these land resources into affordable housing and other land uses consistent with quality neighborhood planning. Kevin McColl, Assistant Director of Planning and Policy at PFD, sees this effort as a means to clarify the many myths which have been circulating recently regarding the number of parcels available for affordable housing production. ''There is quite a difference in what the numbers say versus the true number of buildable lots,'' McColl said. ''When all the data is boiled down, the number of lots which make the cut for building purposes will naturally be much less.'' Among the reasons for this, McColl said, is the necessary allowance for comprehensive neighborhood planning at all levels. To date, 100 parcels have been targeted for affordable housing development throughout the city. McColl estimates that approximately 750 parcels targeted for affordable housing will be disposed of within the next few years.

Impact Editorial Staff:
Sandra M. Coakley, Editor
Kathleen M. Collette, Secretary

Call 1-800-392-6445 for information and technical assistance on Division of Municipal Development Programs.

One vacant site surveyed for possible affordable housing development.

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